



# Report

**Date:** 19 November 2020

**Security Level:** IN CONFIDENCE

**To:** Hon Priyanca Radhakrishnan, Minister for Diversity, Inclusion and Ethnic Communities

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## Improving Social Inclusion

### Purpose of the report

- 1 This paper briefs you on the social inclusion work the Ministry of Social Development (MSD) and Department of the Prime Minister and Cabinet (DPMC) are coordinating across government. It also briefs you on your role as lead Minister for social inclusion including in the government's response to the upcoming Royal Commission of Inquiry Report into the Attack on Christchurch Mosques (RCOI).

### Executive Summary

- 2 After the 15 March attacks and once the immediate response was in place, calls came from various communities for government to do more work to improve social inclusion. While the work was prompted by the events of 15 March, there are other good reasons to consider this, given the growing diversity in New Zealand.
- 3 From April to June 2019, DPMC led work with MSD and other agencies to review the evidence on social inclusion, identify work underway across government and provide advice on potential additional interventions to strengthen social inclusion.
- 4 In September 2019, the Prime Minister took a paper to Cabinet seeking agreement to a work programme to be delivered through existing mechanisms, eg the Child and Youth Wellbeing Strategy.
- 5 Leadership of the social inclusion work programme transferred from DPMC to MSD in September 2019. In June 2020 the Minister of Social Development reported back to Cabinet on progress to strengthen government actions to build social inclusion. Cabinet agreed to explicitly include improving social inclusion as a goal for the government's thinking and planning for COVID-19 recovery. Improving social inclusion is likely to be a key plank of government's response to the RCOI report.
- 6 The RCOI is due to present its report to the Governor-General on 26 November 2020. A small group of Ministers, including you, will have access to the RCOI report before it is tabled in the House (and becomes public).
- 7 MSD is part of the Response Steering Group (RSG) being led by DPMC and will have access to the report for the purpose of advising Ministers prior to the report being tabled.
- 8 To ensure consistency and coordination around messaging, the RCOI Communications Working Group, led by DPMC will be coordinating communications across government in response to the report. The Prime Minister will be leading out on all communications.
- 9 MSD is working with other agencies across the social sector to ensure we have key people available during the immediate response period, including over the weekend of Saturday 28 and Sunday 29 November, to advise Ministers.

- 10 MSD will be coordinating the response across agencies, to any recommendations relating to social inclusion. As the lead Minister for social inclusion, we will be working with DPMC to advise you on proposals to improve social inclusion as part of the response to the RCOI report.
- 11 DPMC recently met with the Prime Minister to confirm her preferences around the details of the response process and timeline. There is likely to be more information about the process, approach and timeframes in the next few days.
- 12 MSD and DPMC officials would like to meet with you before 26 November to discuss how we can best support you as lead Minister for Social Inclusion.

### Recommended actions

It is recommended that you:

- 1 **agree** to meet with officials from MSD and DPMC (Sacha O'Dea) before 26 November 2020 to discuss your role as lead Minister for social inclusion, including in the RCOI response

AGREE  DISAGREE



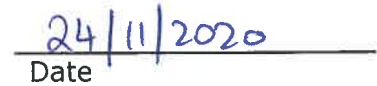
Molly Elliott  
General Manager  
Social Development Child and Youth Policy



Date



Hon Priyanka Radhakrishnan  
Minister for Diversity, Inclusion and Ethnic  
Communities



Date

## **Background**

### *Improving Social Inclusion in Aotearoa New Zealand*

- 13 Post 15 March, calls came for Government to consider initiatives to support greater social inclusion in communities. While the attack on the Christchurch mosques prompted this work, there are other good reasons to take a more focused and deliberate approach to improving social inclusion and making Aotearoa New Zealand a place where all people feel they belong and can contribute.
- 14 In addition to demographic and population changes that mean Aotearoa New Zealand is a very diverse nation, there is also recognition that some groups are not experiencing the same opportunities as others. These inequities, not only cause resentment and dissatisfaction, but negatively impact on key areas of people's lives. For example, more than 1 in 5 people are digitally excluded, and many groups such as disabled people, Māori, and Pacific peoples are disadvantaged in the labour market and experience poorer health and wellbeing outcomes.
- 15 In the New Zealand context, we take social inclusion to be the degree to which:
  - communities embrace diversity and ensure all people feel recognised and accepted
  - people are free from prejudice and discrimination
  - people have the resources, skills and knowledge to meaningfully participate.
- 16 The social inclusion work is not yet in the public domain. The Cabinet papers referred to below have not yet been proactively released. These Cabinet papers are attached.

## **Governance and leadership of the social inclusion work**

- 17 As the Minister for Diversity, Inclusion and Ethnic Communities you will be leading and coordinating the social inclusion work programme across government, including in response to the RCOI report. MSD and DPMC will support you in this role. Other Ministers will lead the actions their agencies are responsible for delivering under the wider social inclusion work programme.
- 18 In terms of governance and leadership of the work programme, the Cabinet Social Wellbeing Committee has oversight of this work (SWC-20-MIN-0071 refers). MSD chairs the Social Inclusion Oversight Group, with members from DPMC, New Zealand Police, Social Wellbeing Agency, Office for Ethnic Communities, Ministry of Education, Ministry of Justice, Ministry of Business, Innovation and Employment, and the Public Services Commission. MSD and DPMC also meet monthly with the Human Rights Commissioner.

## **September 2019 Cabinet paper**

- 19 DPMC led the initial phase of work between April and June 2019. This involved work with MSD and other agencies to review the evidence on social inclusion, identify work underway across government, and provide initial advice on potential further interventions to strengthen social inclusion.
- 20 The Prime Minister took a paper to Cabinet in September 2019 seeking agreement to a work programme to improve social inclusion, largely through leveraging existing interventions to:
  - reduce discrimination in our communities
  - show government and public service leadership on social inclusion
  - support community-based activities that promote an inclusive national identity
  - strengthen our focus on equity and social inclusion in priority work programmes.
- 21 Cabinet had already approved some of these interventions, including funding for the 'give nothing to racism' campaign, expanding the welcoming communities

programme, and the development of an employment strategy action plan for refugees, recent migrants and ethnic communities.

22 In September 2019, Cabinet also agreed to explore a small number of additional interventions, with a strong focus on children and young people, which are likely to have a significant impact over time. These included:

- building on existing knowledge of early childhood teachers to support young children developing capacities for self-regulation, resilience, and social skills (including empathy)
- leveraging and building on the education/justice focus areas in the Child and Youth Wellbeing Strategy that aim to ensure children are free from racism and discrimination
- expanding evidence-based bullying prevention and responses in schools
- increasing understanding of local and national history.

23 In September 2019, leadership for the work transferred from DPMC to MSD, and the Minister of Social Development led a report-back to Cabinet in 2020.

#### *MSD's evidence review on social inclusion in the Aotearoa New Zealand*

24 In 2019, MSD produced a rapid evidence review on social inclusion in New Zealand. This included looking at what we mean by social inclusion in the New Zealand context, why it is important and what can we do (and support) to improve social inclusion.

25 The New Zealand context is important in a number of ways that are important when interpreting and applying the evidence about social inclusion, especially from overseas. In particular, the nation's bicultural foundations, the historical and ongoing injustices towards Tangata Whenua, and the evolving Māori-Crown partnership, are the fundamental starting points for understanding social inclusion in New Zealand.

26 The evidence review identifies six ways to strengthen social inclusion:

- fostering common values and social norms
- encouraging and facilitating positive interactions between people
- tackling harms to inclusion, including prejudice, discrimination, and other harmful behaviours
- supporting people to have the knowledge and skills they need to participate
- supporting people to have a 'voice' and feel heard
- reducing inequality and improving opportunities for people by providing support and resources.

27 The evidence review has been published on MSD's website. Appendix One provides a more fulsome summary of the six ways to improve social inclusion.

28 Work to improve social inclusion is part of the proposed response to the RCOI report.

#### **June 2020 Cabinet report-back**

29 In June 2020, the Minister of Social Development reported-back to Cabinet on the cross-agency work to progress and strengthen actions to build social inclusion, as agreed to in September 2019.

30 The report-back included a draft social inclusion framework, created by MSD and DPMC, in consultation with government agencies. The framework is intended to provide agencies with more direction, common language and increased understanding about ways to think about social inclusion in both their policy and service development. The framework is based on MSD's evidence review. A copy of the framework is included in the attached Cabinet paper (June 2020 report-back).

- 31 Cabinet agreed that we test the framework with a targeted group of stakeholders. We are currently carrying this targeted engagement. Appendix Two includes the details of who we have engaged with to date and who we intend to engage with once the work is in the public domain.
- 32 In June 2020, Cabinet explicitly agreed that improving social inclusion should be a goal for thinking and planning for the COVID-19 recovery period.
- 33 Cabinet has also agreed that we explore a small number of further actions, including:
  - positive actions between groups (including in the areas of grassroots sport, volunteering, schools, Mana Ake programme, the creative sector, and interfaith)
  - supporting people in government to have the skills and knowledge to contribute through the use of a common framework to be used in social inclusion work, and investigating integrating unconscious bias training into public sector inductions, and identifying additional opportunities within existing work programmes, with the approval of relevant Ministers.
- 34 These additional actions will be considered in the broader context of the RCOI response.

### **Improving social inclusion as part of the government response**

- 35 Ministers and officials will not receive the report prior to it being finalised. While no officials have seen the RCOI's findings or recommendations, we believe the RCOI is likely to recommend changes across the national security system and on social inclusion, with potential operational and budget implications.
- 36 MSD is working with other agencies (both through the RSG and the Social Inclusion Oversight Group) to ensure key subject matter experts are available in the days following the report being presented (including over the weekend of the 28 and 29 November) so there is a strong and coordinated social sector response to the report, in the immediate and longer-term.
- 37 The all-of-Government response will feature opportunities to make a range of positive improvements. This response will require significant policy analysis, engagement with a wide range of stakeholders, including members of affected communities, along with discussion with academics and across Government on recommendations. The response is likely to take a broad, system-wide view to national security, and include ways to improve social inclusion and build strong and resilient communities, where all people feel they belong and have the resources they need to meaningfully participate and contribute.
- 38 Work to improve social inclusion and wellbeing is important for preventing and countering all forms of violent extremism. Our social sector focus is on the things we are already doing and should do more of for other reasons, eg redressing inequitable access to employment, housing, education and health. In the longer-term, improved outcomes in these areas will improve subjective wellbeing and reduce the likelihood people are attracted to extremist causes.

#### *Expectations for the Government response and outreach to communities*

- 39 The RCOI have engaged with Muslim communities and other faith-based communities as part of their inquiry process. Muslim and other communities have made a substantial contribution to the RCOI. There are high expectations of Government in addressing the issues that will be raised in the RCOI report. The RSG has developed a strategy for outreach to inform the fulsome Government response. However, RSG engagement (in terms of timing and pace) will need to be guided by the wishes of communities and under the leadership of the Prime Minister.

### **The Royal Commission of Inquiry**

- 40 The RCOI is examining what state sector agencies knew about the individual's activities before the attack, what they did with that information, what measures

agencies could have taken to prevent the attack, and what measures agencies should take to prevent such attacks in the future.<sup>1</sup>

#### *RCOI response structure and responsibilities*

- 41 The Minister for National Security and Intelligence, Minister of Police, Minister Responsible for the New Zealand Security Intelligence Service and the Government Communications Security Bureau, Minister of Customs, Minister of Immigration, Minister of Internal Affairs and the Minister of Ethnic Communities are the lead Ministers to engage with the Royal Commission and officials to progress the findings of the Royal Commission for Cabinet consideration.<sup>2</sup>
- 42 Cabinet charged the Security and Intelligence Board (SIB)<sup>3</sup> with overseeing the government response at officials' level. The Lead Official is Tony Lynch (Deputy Chief Executive, DPMC).
- 43 The RSG which includes Policy, Legal and Communications functions and officials from 16 agencies, including MSD and the Department of Internal Affairs (Office for Ethnic Communities) is responsible for considering the RCOI findings and recommendations and providing advice to the Lead Official, SIB and responsible Ministers. The RSG is chaired by DPMC.

#### *The RCOI report is due on 26 November 2020*

- 44 The RCOI is scheduled to provide their report to the Governor-General on 26 November 2020. The Governor-General is required to provide the report to the Responsible Minister for presentation to the House of Representatives, thereby releasing it to the public 'as soon as practicable after the inquiry has reported'. The House of Representatives will have several sitting days in early December 2020.
- 45 Prior to tabling, access to the report will be tightly controlled, with a small number of hardcopies being made available for Ministers responsible for the RCOI response. Chief Executives and named officials will also have controlled access for the purpose of providing advice to Ministers.

#### *DPMC is leading the RCOI response process and timetable*

- 46 On 17 November 2020, DPMC as the overall lead, sought the Prime Minister's direction on some of the key assumptions and response options. We expect the details around the approach and timelines for government's response will become clear in the next few days.
- 47 The RCOI Communications Working Group, led by DPMC will coordinate communications around the response to ensure consistency in messaging, and awareness across deliverables and timelines. The Prime Minister will be leading communications around the response. MSD is linked into this process.
- 48 The Government response has three overarching phases:
  - delivering a high-level, immediate-term response to the RCOI report release, including signalling that Government will undertake a period of reflection (December 2020)
  - Developing and delivering the fulsome Government response (first quarter 2021)

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<sup>1</sup> RCOI Terms of Reference  
<http://www.legislation.govt.nz/regulation/public/2019/0072/latest/LMS183988.html>

<sup>2</sup> ERS-19-MIN-0026 refers.

<sup>3</sup> SIB is the group of Chief Executives responsible for the governance of the external threats and intelligence aspects of national security.

- Implementation of the Government response.

### **Next steps**

- 49 MSD is continuing to work closely with other social sector agencies and DPMC to ensure we are prepared to provide a coordinated social sector response to the RCOI recommendations, particularly on proposals to improve social inclusion. A copy of this report has been provided to colleagues at the Office for Ethnic Communities.
- 50 MSD officials would like to meet with you to discuss this work and how we can best support you as the lead Minister for Social Inclusion, particularly during the lead up to 26 November and then during the response phase.

## Appendix One – Summary of the six ways to improve social inclusion

51 MSD identified six key ways to strengthen social inclusion:

1. **Fostering common values and inclusive social norms.** Leaders at all levels can support an important and ongoing national conversation about New Zealand’s values and norms, including the value of protecting and celebrating diversity and upholding shared, civic norms. The principles of Te Tiriti o Waitangi (Te Tiriti) can also support this process by providing a distinctive, whole-of-Aotearoa New Zealand approach; one that values and upholds the nation’s bicultural foundations while embracing New Zealand’s increasingly diverse future as a strength.
2. **Encouraging and facilitating positive interactions between people.** There is compelling evidence that creating opportunities for people from diverse backgrounds to positively interact with each other helps to promote more positive inter-group attitudes. The policy implications of this are wide-ranging, including the need to ensure schools, communities, workplaces, institutions and media representations better reflect New Zealand’s diversity, as well as facilitating and normalising positive interactions between diverse groups.
3. **Tackling harms to inclusion, including prejudice, discrimination and other harmful behaviours.** There is clear evidence that many New Zealanders routinely experience prejudice and discrimination, which negatively affects people’s wellbeing and prevents people from participating in society. This discrimination takes a variety of forms and includes not just interpersonal but also structural discrimination and prejudice. Comprehensive, evidence-based strategies and ongoing monitoring are needed to prevent and limit these impacts, especially in schools and workplaces where most prejudice and discrimination occurs.
4. **Supporting people to have the knowledge and skills they need to participate.** Ensuring equitable access to education and training, that adapts to meet people’s diverse needs, is a critical long-term driver of social inclusion. An inclusive education system should give all New Zealanders the social and emotional skills needed to understand and appreciate diverse perspectives, as well as empowering people from diverse backgrounds to be able to participate socially and economically.
5. **Supporting people to have a voice and feel heard.** There is very good evidence that giving people a voice, ensuring people feel heard, and treating people fairly contributes to people’s trust, civic participation, and willingness to make compromises for the common good. Providing equitable access to these opportunities to have a voice and feel heard would help start to address the marked disparities in institutional trust felt by marginalised groups.
6. **Reducing inequality and improving opportunities for people by providing support and resources.** Inequality in people’s access to resources and opportunities are a fundamental brake on progress towards greater social inclusion. Redressing these inequities, especially through access to employment opportunities and ongoing reforms to the tax-transfer system, are essential for building social inclusion over the long term.



## Appendix Two – MSD engagement on the draft Social Inclusion Framework

Advisory Group/Stakeholder	Lead	Status
First phase of testing (underway)		
MSD's Māori Reference Group, members include Roku Mihinui (Te Arawa, Tuhourangi), Tā Mark Solomon (Ngāti Tahu, Ngāti Kuri), Katie Murray (Te Rarawa, Te Aupouri), Toa Faneva (Ngāti Kahu, Whangaroa), Donna Matahaere-Atariki (Ngāi Te Ruahikihiki, Ngāti Taoka, Te Atawhiua), Richard Steedman (Ngā Iwi o Mōkai Pātea: Ngāi Te Ohuake, Ngāti Whitikaupeka, Ngāti Hauiti, Ngāti Tamakopiri), Haami Piripi (Te Rarawa, Ngāpuhi, Ngāti Kuri), Merepeka Raukawa-Tait (Te Arawa), and Ruahine (Roni) Albert (Tuwharetoa, Waikato Maniapoto, Raukawa, Tainui)	MSD	Booked for early Dec
MSD's Pacific Reference Group, members include Tevita Funaki Chair, Malia Hamani, Lui Poe, Pesio Ah-Honi, Pati Umaga, Kathleen Tuai-Ta'ufou, Danny Mareko, Dr Falaniko Tominiko, Sai Lealea, and Meleane Burgess	MSD	Completed
MSD's network of refugee and migrant community contacts as part of E Tū Whānau	MSD	Pending
Jane Zintl, Chief Executive, Ara Taiohi, peak body for youth development	MSD	Pending
Disabled People's Organisations, including the Association of Blind Citizens, Deaf Aotearoa, People First, Disabled Persons Assembly New Zealand, Balance Aotearoa, Muscular Dystrophy Association of New Zealand and Kāpo Māori Aotearoa	MSD	contacted
Age concern New Zealand	MSD	Pending
Social Sector Chief Science Advisors, including Tracey MacIntosh (MSD), Juliet Gerrard (PMCSA), Ian Town (Health), Gary Evans (MBIE), Tahu Kukutai (National Institute of Demographic and Economic Analysis), Ian Lambie (Justice), Stuart McNaughton (Education), Richie Poulton (Social Wellbeing Agency), Kay Saville-Smith (Housing and Urban Development) and Hamish Spencer (MBIE)	MSD	Completed
Office of Ethnic Communities groups	OEC	Working with OEC
Internal group at Education	Education	Completed
Rangai Māori group (Education)	Education	Pending
Academics -Paul Spoonley (Massey), Colleen Ward (VUW), Chris Sibley (Auckland), Sereana Naepi (Auckland), Louise Humpage (Auckland), Sara Salman (VUW), James Liu (Massey),	MSD	Completed
Police Commissioner's Ethnic Focus Forum	Police	Completed
Police Commissioner's Muslim Reference Group	Police	Completed
Human Rights Commission	MSD	Completed

Brenda Pilott (Social Service Providers Aotearoa)	MSD	Pending
<b>Advisory Group/Stakeholder</b>	<b>Lead</b>	
Second phase – after Social Inclusion Cabinet papers have been proactively released		
MYD’s Partnership Fund Board (supports youth development opportunities) includes Shana Malio-Satele, Duncan Matthews, Rachel Hopkins, Terry Shubkin, Kii Small, Paige Sullivan, Stevie Davis-Tana, Bilal Nasier and Ezekiel Raui	MSD/MYD	
Rainbow Youth, board members include Logan Hamley, Taylor Mitchell, Sophie Shrimpton, Shaneel Lal, Jessee Fia'Ali'i, Anahera Foley-Paama, Victoria Hawthorne and Cinnamon Lindsay	MSD/MYD	
Yes Disability/I. Lead – young people with disabilities, members include Joshua Fuimaono (YES Disability Resource Centre), Kramer Hoeflich (YES Disability Resource Centre), Kim Clark (Muscular Dystrophy Association), Sam Morgan (Halberg Disability Sport), Kathleen Derrick (Kids with Arthritis NZ, YES Disability Resource Centre), Niah Lovo (PHAB, YES Disability Resource Centre), Niz Ali (CCS Disability Action, Te Pou), Tamara Grant (Children's Autism Foundation, YES Disability Resource Centre) and Kyle Cloete (Deaf Aotearoa)	MSD/MYD	
Te Rūnanga o Ngāti Whātua – will be able to bring together a group of rangatahi Māori to provide feedback	MSD/MYD	
Third Culture Minds – this organisation was founded by young people who grew up as third culture kids in New Zealand, to create a space where they can be themselves and improve mental health. They have done a number of relevant activities, including following the Christchurch terror attack and related to black lives matter.	MSD/MYD	
Charles Waldegrave (The Family Centre Social Policy Research Unit)	MSD	
Mary Simpson (Waikato University, ageing well in a te ao Māori context)	MSD	
Ang Dury (Women’s Refuge)	MSD	
New Zealand Council of Christian Social Services	MSD	
Jewish Council	MSD	

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